UNITED NATIONS

E

Economic and Social Council

Distr.
LIMITED

E/ICEF/1992/L.14
22 May 1992

ORIGINAL: ENGLISH

UNITED NATIONS CHILDREN'S FUND
Executive Board
1992 session

FOR ACTION

UNICEF ACTIVITIES IN CENTRAL AND EASTERN EUROPE, THE COMMONWEALTH OF INDEPENDENT STATES AND THE BALTIC STATES

SUMMARY

In response to Executive Board decisions 1990/5 (E/ICEF/1990/13) and 1991/20 (E/ICEF/1991/15), the present paper reports on UNICEF activities in Central and Eastern Europe as well as in the Commonwealth of Independent States and the Baltic States. Following a brief introduction, chapter I describes the needs of children and women. The UNICEF response to the emergency situation in the region is detailed in chapter II, while chapters III and IV report on inter-agency collaboration and links with non-governmental organizations in establishing mechanisms to deal with the situation. Chapter V describes advocacy activities carried out to promote the protection of children during the current period of economic and political transition. Proposed recommendations for Executive Board review and approval are contained in chapter VI.

92-22136 (E) 290592 100692

/...

CONTENTS

		Paragraphs	Page
INTRODUCTION		1 - 5	3
I.	THE NEEDS OF CHILDREN AND WOMEN	6 - 9	4
II.	EMERGENCY RESPONSES	10 - 18	5
	A. Romania	10 - 11	5
	B. Albania	12 - 14	6
	C. Yugoslavia	15	6
	D. The Commonwealth of Independent States	16 - 17	7
	E. UNICEF expenditures in 1991 and 1992	18	7
III.	INTER-AGENCY COLLABORATION	19 - 22	8
IV.	COLLABORATION WITH NON-GOVERNMENTAL ORGANIZATIONS	23 - 26	8
V.	ADVOCACY	27 - 32	9
VI.	PROPOSED RECOMMENDATIONS FOR FUTURE UNICEF POLICY	33 - 75	10
	A. Options for UNICEF support	37 - 64	11
	B. Recommendations	65 - 75	16

List of tables

1. Administrative and programme support budget 18

2. Emergency support to Central and Eastern Europe and the Commonwealth of Independent States as of 31 December 1991 19

3. Estimated status of emergency funds as of 30 April 1992 19

4. Emergency expenditures in Central and Eastern Europe and the Commonwealth of Independent States in relation to total global programme expenditures 20

Figure. Options for UNICEF support 21

INTRODUCTION

1. Executive Board decision 1990/5 (E/ICEF/1990/13) and decision 1991/20 (E/ICEF/1991/15) requested UNICEF to undertake the following activities with regard to Central and Eastern Europe:

(a) To report on the impact on children of the changing situation in Central and Eastern Europe;

(b) To provide technical support to rethink policies for child survival, development and protection in the context of the new situation in Central and Eastern Europe;

(c) To respond, on an exceptional basis, to specific requests for support within the normal UNICEF practices.

2. The Board authorized a level of $1 million per year from the administrative and programme support budget for the period 1990-1992 to be spent in support of data collection on the situation of children and women, analytical studies, technical workshops, information materials and other related activities, including staff costs (see table 1 for details on the administrative budget). The Board further requested UNICEF to consult closely with other United Nations organizations active in Central and Eastern Europe so as to avoid unnecessary duplication.

3. UNICEF assistance to the countries of Central and Eastern Europe and the former Soviet Union has been provided within the framework of this mandate. Despite the rapidly evolving situation in the region during the past two years and the significant economic and political transformations that have taken place, this Board policy has enabled UNICEF to respond to a situation of growing and changing need, albeit on a modest scale.

4. As of mid-1992, it has become clear that many millions of children and women in these parts of the world are being adversely affected by the rapidly deteriorating circumstances, resulting in acute human need, often significant suffering and generally widespread deterioration in health, education and social protection. This is happening on a scale much more widespread than was evident or existent at the time of the Board policy discussions and decisions in 1990, or even 1991.

5. Within this policy, during the past two years UNICEF has provided emergency support on an exceptional basis to Albania, Yugoslavia, Romania and the former Soviet Union, including Chernobyl. In addition, missions have been carried out to six countries of Central and Eastern Europe (Albania, Bulgaria, Czechoslovakia, Hungary, Poland and Romania), the three Baltic States (Estonia, Latvia and Lithuania) and all 11 States comprising the Commonwealth of Independent States (CIS) (Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova, the Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan) in order to obtain a preliminary overview of the situation of

children, and in some countries, to initiate data collection and analytical studies. Workshops and seminars have also been held aimed, inter alia, at advocating social policies to protect children and other vulnerable groups during the transition period. As a follow-up to the World Summit for Children, UNICEF is also promoting the preparation of national programmes of action. Analyses of the situation of children by local authorities, with the participation of various national groups and some UNICEF support, are being carried out in many of the countries to provide a solid basis for the programmes of action. Further details on these activities are given further on in the present paper.

I. THE NEEDS OF CHILDREN AND WOMEN

6. The process of transition to more market-oriented economies in Central and Eastern Europe and the CIS is causing a profound disequilibrium in virtually all aspects of the economy and the society. For children and other vulnerable groups it has raised a number of problems similar to those which arose in many developing countries in the 1980s. The human repercussions have often been compounded by the "shock therapy" of adjustment programmes without adequate social protection. Focusing primarily on curbing inflation, reducing the fiscal deficit and privatization, reform policies adopted by almost all the formerly socialist countries of Europe are resulting in a significant measurable decline in the welfare of the population as a whole. The greatest negative impact is borne by the most vulnerable groups - children from poor families and from large families, the unemployed, youth in search of first employment, the elderly and the homeless.

7. Despite historical, national and cultural differences among the countries moving from a centralized, authoritarian socialist system to a liberalized market economy, there are a number of common problems. These include growing unemployment (especially among women), reduction in preschool education and child care, the sharp reduction in household food supplies due to inflationary prices, reductions of child/family allowances and increasing homelessness. The sudden and drastic decline in household income, social transfers and, in some cases, social expenditures on health, education and child care are making the transition serious and painful for many children. Many countries are also experiencing extreme environmental degradation, an increasing manifestation of nationalist tensions, disregard for minority rights, increasing juvenile delinquency and growing numbers of street children.

8. The situation in the CIS and the Baltic countries has developed more recently, but there, to an ever greater extent, economic transition is accompanied by growing economic and social disruption. Over the last six months, there has been a serious undermining of existing social support systems and of the health and welfare of women, children and vulnerable groups. In a number of countries there is evidence of rising morbidity and mortality and a resurgence of infectious diseases caused by the breakdown of immunization systems. A human crisis is looming, as analysed in the reports of the recent UNICEF/World Health Organization (WHO) collaborative missions,

which also included the participation of the United Nations Population Fund (UNFPA), the World Food Programme (WFP) and the United Nations Development Programme (UNDP). The number of people affected, and how seriously, will depend greatly on the speed and relevance of the actions taken to provide timely, well-focused support, both nationally and internationally, especially in the areas of health and nutrition.

9. The UNICEF/WHO collaborative missions recommended that the international donor community provide $418 million for support to health in 1992 and 1993. Of this, $100 million of urgent support is needed immediately, and $318 million would provide priority support in 1992 and 1993. These are estimates of total requirements for international support for health and meeting urgent human needs. They are not estimates of support needed from UNICEF, WHO or from the agencies that provided staff for the missions, although these agencies might provide part of the total requirements if funding is made available. About two thirds of the support is needed for vaccines and essential drugs and the remainder for technical cooperation and support for nutrition, the promotion of breast-feeding, family planning, environment and low-cost water supply and sanitation. In addition, the reports recommended that a strong human component be added to the adjustment policies being pursued by the Governments concerned. Monitoring of the changing human situation is needed to ensure well-informed adaptations of targeted assistance. The provision of the recommended $418 million of assistance would be the most cost-effective way of rehabilitating the existing health system and assisting in its restructuring in the context of a market-oriented economy. It would be infinitely more expensive to rebuild the system if it were to collapse.

II. EMERGENCY RESPONSES

A. Romania

10. After an initial assessment by UNICEF in January 1990 of the emergency situation of children in institutions, a shipment of drugs, food and medical equipment was provided to Romania. This was followed in August 1990 by an inter-agency mission to develop a comprehensive programme of emergency assistance. In January 1991, using emergency funds donated by various Governments and National Committees for UNICEF, an office staffed by a UNICEF special representative and five local personnel was established. To date, funds totalling approximately $4 million have been received by UNICEF.

11. This enabled a wide range of activities to be initiated in 1991, and a network of relationships with both Romanian and international partners was established. In 1992, emphasis is being placed on sustaining activities such as training and monitoring, while promoting the development of appropriate policies and practices through advocacy. Experience to date shows that the investment of limited UNICEF resources can bring about a significant change for children. The Government has requested UNICEF to consider maintaining its presence for an additional two years (1993-1994). By extending its commitment

at a modest level, UNICEF could continue to help promote the well-being of Romanian women and children and also take advantage of the opportunity to learn from the Romania experience. (Further details on the emergency programme in Romania are provided in documents E/ICEF/1992/CRP.3 and Add.1.)

B. Albania

12. In June 1991, the Government of Albania requested UNDP to organize an inter-agency mission to assess the urgent humanitarian needs arising from a recent democratic election and the consequent decision to restructure economic and social policies based upon free market principles. UNICEF participated in the mission, which found a situation of economic crisis with conditions paralleling some of the world's poorer nations. Albania's per capita income is estimated at less than $600 per year.

13. In August 1991, UNICEF led a second inter-agency mission which focused specifically on identifying the critical needs of children. The mission confirmed that the health status of children was being seriously compromised; rates of unemployment were soaring; food supplies were adversely affected by drought and the disruption of distribution networks; production was stagnating due to the lack of essential raw materials; inadequate safety nets for vulnerable groups were increasing the effects of poverty; most food items were rationed; and poor and constrained public services were under strong pressures of further curtailment. In addition, primary health care facilities were almost totally lacking in basic equipment and supplies; diagnostic and therapeutic possibilities were severely limited by the acute lack of syringes and essential drugs; and hospitals were in a state of severe disrepair. The expectation was for further deterioration before the needed adjustments to a market economy were in place. In short, a chronically poor population faced increased impoverishment.

14. Based on those findings, an emergency appeal of $1 million was launched by UNICEF, of which approximately $900,000 has been received from the Governments of Germany, Norway and Sweden and the National Committees of Italy, the Netherlands and the United Kingdom of Great Britain and Northern Ireland. Emergency medical and food supplies began arriving in Tirana soon afterwards from the UNICEF warehouse at Copenhagen. A UNICEF staff member, now based at the UNDP office in Tirana, is responsible for supervising the assistance, carrying out an in-depth analysis of the condition of children in the country and advocating for special attention to children during the period of economic and social transition.

C. Yugoslavia

15. At the request of the Secretary-General of the United Nations, UNICEF, in collaboration with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC), participated in November 1991 in an assessment of the more than 500,000

persons displaced by the conflict between the various republics of Yugoslavia. Based on findings of the mission, a UNHCR/UNICEF/WHO appeal for $24 million was launched. The UNICEF portion of the appeal ($5.1 million) was for the provision of emergency medical supplies, special items for young children, supplementary food, rehabilitation services, transport, primary school supplies, project support and monitoring activities. To date, contributions of nearly $4 million have been received from various Governments and National Committees. In November 1991, UNICEF established a temporary presence in Dubrovnik, Zagreb and Belgrade, with operational support from the UNICEF office at Geneva, to assist with the emergency effort. In cooperation with UNHCR, the UNICEF presence in Belgrade and Zagreb has been extended to December 1992. A situation analysis is now being carried out to describe child-related issues in each of the republics.

D. The Commonwealth of Independent States

16. Following an assessment mission of the situation at Chernobyl in June 1991, UNICEF provided iodized oil capsules and ultrasound equipment for the treatment of iodine deficiency disorders among children, with a contribution made by the German Committee for UNICEF. UNICEF also participated in the Inter-Agency Task Force on Chernobyl, under the leadership of the United Nations Centre at Vienna.

17. In December 1991, UNICEF provided $200,000 of essential drugs and medical equipment as part of the "Russian Winter Campaign" and funded by the German Committee for UNICEF. In February 1992, UNICEF provided measles vaccine to the Russian Federation to enable vaccinations to proceed despite the lack of local vaccine production, which had ceased after October 1991. An initial three-month supply of measles vaccine was also provided to 10 other CIS Republics and the Baltic States in March and April, following the UNICEF/WHO collaborative missions. Expenditures for vaccines and a small amount of essential drugs amounted to just under $700,000.

E. UNICEF expenditures in 1991 and 1992

18. UNICEF emergency support to the countries of Central and Eastern Europe and the CIS totalled $3.3 million for 1990-1991 (see table 2). Over the same period, expenditures have totalled just under $1 million for analytical work, advocacy and support staff. Expenditures in 1992 in all categories are expected to increase somewhat and, including supplementary contributions, to reach an estimated $4 million to $5 million (see table 3). This would be significantly less than 1 per cent of UNICEF total annual programme expenditure (see table 4).

III. INTER-AGENCY COLLABORATION

19. The new challenges in Central and Eastern Europe and the CIS also offer new opportunities to ensure strong inter-agency collaboration at the earliest stages, and UNICEF is strongly committed to guaranteeing such collaboration. The process has already begun, and a number of corresponding mechanisms have been established.

20. In order to assure common goals and strategies from the outset, UNICEF has undertaken some initiatives to ensure inter-agency participation in each of the critical assessment missions that started UNICEF action. Therefore, for example, WHO participated in the missions to Albania, Poland and Yugoslavia; UNHCR participated in the missions to Yugoslavia and Azerbaijan; and UNDP, WFP and the Economic Commission for Europe (ECE) participated in a joint mission to Albania. UNICEF has also participated in or provided support to other missions, such as those organized by the United Nations Centre at Vienna to assist at Chernobyl and to assess the social support system in the CIS. UNICEF is collaborating with the World Bank in a study on urban poverty and social policy in the context of adjustment. In Romania, UNICEF is working closely with the World Bank, the European Community (EC), WHO and the United States Agency for International Development (USAID) in programme development and implementation. In Albania, a UNICEF staff member is working from the UNDP premise.

21. The CIS countries have posed a special opportunity, where UNICEF expanded its collaboration and undertook cooperative missions with WHO to all but three of the CIS republics. UNDP, UNFPA and WFP also participated in these missions. In addition, at the suggestion of UNICEF, the Administrative Committee on Coordination (ACC) has formed an Inter-agency Task Force under the chairmanship of the United Nations Department of Economic and Social Development which will serve as a clearing-house and steering group for common efforts. Similar collaboration has been undertaken with the World Bank, and each organization has consulted regularly with each other's headquarters to plan mutually supportive efforts. UNICEF has helped to prepare and brief the World Bank country economic missions to the CIS and the Baltic States.

22. Plans are also under way to ensure close collaboration with UNDP and the other Joint Consultative Group on policy partners, and the Executive Director intends to use the task force established by the Administrative Committee on Coordination to ensure a holistic and collaborative approach. Any field staff would share common premises with UNDP and other United Nations system partners, as is the firm policy of UNICEF.

IV. COLLABORATION WITH NON-GOVERNMENTAL ORGANIZATIONS

23. An important dimension of UNICEF work for the children of Central and Eastern Europe has been to work with both national and international non-governmental organizations (NGOs). They are indeed very important partners for UNICEF, especially in countries where UNICEF has no country

office. In this perspective, UNICEF has supported the creation of an NGO/UNICEF Coordinating Committee in Geneva on NGO activities for children in Eastern and Central Europe. Many of the international NGOs on the Committee also have national affiliates in several countries. The work of the Committee has focused on the following: (a) exchanges of information on programmes for children implemented in the region; (b) support for the development of the voluntary sector through training and technical assistance to national NGOs; and (c) the promotion of the concept of a "first call for children" through advocacy for implementation of the Convention on the Rights of the Child. The Committee is developing a database, in collaboration with the United Nations Non-Governmental Liaison Service, to document NGO activities in the region. In Romania, UNICEF is working with NGOs on a wide range of training and capacity-building projects.

24. UNICEF has developed links with NGOs in Central and Eastern Europe to support the "baby-friendly" hospital initiative. A pilot project was initiated to assess the action needed to improve breast-feeding practices and implement the initiative in Czechoslovakia, Poland, Hungary and Germany. Short assessment missions have been undertaken and a plan of action is being prepared for each country. A training-of-trainers workshop was organized at Budapest, by the national branch of La Leche League with UNICEF support.

25. In addition, UNICEF collaborated with NGO partners in the preparation of technical workshops. A regional seminar for Central and Eastern Europe on "Juveniles in Conflict with the Law" was held in Romania in April 1992, organized by the Ministry of Justice of Romania and Defence for Children International (DCI), in collaboration with the International Association of Juvenile and Family Court Magistrates, UNICEF and the Council of Europe.

26. A regional seminar on "Implementation of the Convention on the Rights of the Child: Family-based Alternatives for Abandoned Children" will be held in Sofia, in September 1992, organized by DCI, the International Catholic Child Bureau and UNICEF Geneva, with the active collaboration of the Bulgarian National Committee for UNICEF.

V. ADVOCACY

27. Numerous advocacy activities have been carried out to promote the protection of children during the period of economic and political transition. Many have focused on the promotion of the Convention on the Rights of the Child, supported by seminars and publications.

28. Central and Eastern European countries that have ratified the Convention on the Rights of the Child now include Bulgaria (June 1991), Belarus (October 1990), Czechoslovakia (January 1991), Hungary (October 1991), Poland (June 1991), Romania (September 1990), Ukraine (August 1991), the Russian Federation, as per the ratification of the former Soviet Union (August 1990), Yugoslavia (January 1991), Lithuania (January 1992) and Albania

(February 1992). Estonia (October 1991) and Latvia (April 1992) have become States Parties to the Convention by accession.

29. The following eight States of the former Soviet Union were admitted to membership of the United Nations in March 1992, but have not yet ratified the Convention: Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Moldova, Tajikistan, Turkmenistan and Uzbekistan.

30. All of the countries of Central and Eastern Europe have signed the Declaration of the World Summit for Children. The Russian Federation, Ukraine and Belarus have also signed. Other States of the former Soviet Union have not yet signed, as many of them have only recently become Members of the United Nations.

31. UNICEF has made contributions to several seminars on children during the transition period to assist the advocacy effort. These included "Safety Nets for Children in the Central and Eastern European Countries in Transition to the Market Economy" (Warsaw, October 1990); "Children in the Environment" (Florence, March 1991); "Child Abuse and Neglect" (Prague, June 1991); "Economic Reform, Social Transformation in Central and Eastern Europe: Focus on Children" (Florence, June 1991); "Education for Development (Budapest, October 1991); and "Qualitative Assessment Methods" (Romania, April 1991).

32. The UNICEF International Child Development Centre (Innocenti) in Florence, Italy, also published an important study entitled "Children and the Transition to the Market Economy: Safety Nets and Social Policies in Central and Eastern Europe". This publication includes case-studies of the changing situation in Bulgaria, Czechoslovakia, Hungary and Poland, as well as chapters drawing lessons and conclusions for action.

VI. PROPOSED RECOMMENDATIONS FOR FUTURE UNICEF POLICY

33. Given the primary responsibility of UNICEF to address the needs of children in developing countries, the response to the transitional needs of children in Central and Eastern Europe and the CIS will be, of necessity, limited. Nevertheless, the conditions of children and their families are clearly under threat in all of these countries, and a significant opportunity exists for UNICEF to implement low-cost strategic actions for improving their health and well-being. The particular circumstances of the transition enable UNICEF, with a modest investment of resources, to help define and establish policies and structures that will affect the basic situation of children and women for many years to come.

34. This opportunity for UNICEF to act is likely to be as brief as it is critical for the well-being of vulnerable groups. At present, social and economic reorganization is proceeding, constitutions are being rewritten and legislation is being enacted. UNICEF has the opportunity to help to ensure that the principles enunciated at the World Summit for Children and the

provisions of the Convention on the Rights of the Child become part and parcel of the fabric of the new societies. Failure to respond to this opportunity, on the other hand, will have far-reaching consequences not only for the populations of the region, but also for the people of many other countries in an interdependent world.

35. Technical assistance for the formulation of new social policies benefiting children is urgently needed. Based on experiences in other developing countries, UNICEF can help to promote low-cost approaches in the areas of health, nutrition, early child education and other sectors. In these efforts, UNICEF can play an important part, working closely with other organizations of the United Nations to assure the maximum benefit from the limited resources available. UNICEF can also play a catalytic role in facilitating the work of NGOs, particularly national NGOs, which are beginning to respond to the needs of children.

36. Most of the Central and Eastern European and CIS countries have been isolated from developments in many fields, including medical and pharmaceutical practices, education and environmental protection. Personnel have not been exposed to modern management practices and only have limited knowledge of low-cost techniques for improving health. Both practitioners and policy-makers are eager for access to international experiences and contacts, information exchange and short-term technical assistance to help them modernize their societies and further develop services for children and women. Since there is an available infrastructure and significant human as well as natural resources, and since the current crisis is largely the result of rapid unexpected economic turmoil, the prospects are good that assistance requirements will be limited to the short to medium term (one to five years). Moreover, many of the Central and Eastern European and CIS countries can be expected to join or rejoin the ranks of donor countries and thus make significant contributions to other countries that require assistance.

A. Options for UNICEF support

37. The critical issues for the future of UNICEF action in the Central and Eastern European and CIS countries relate to the focus and scale of the response. There are two areas of action in which major options exist for a change of focus and scale: support for advocacy and policy studies; and support for programme actions, including the provision of supplies. As requested by the Executive Board, a number of options are considered below, with an estimate of their budgetary implications (see also the figure at the end of the present report). Providing advocacy and policy support for all of the Central and Eastern European and CIS countries is considered. The provision of programme support is considered separately for countries that qualify, using current UNICEF criteria, for UNICEF general resources support and for those countries which would not normally qualify. In each case, the recommendation of the Executive Director is also noted.

Support for advocacy and policy studies in all the countries of Central and Eastern Europe and the Commonwealth of Independent States

Option A: Maintain present scope and scale of support for policy, analytical and advocacy work

38. Under the current mandate, support for policy development and advocacy focuses on the pursuit of the goals of the World Summit for Children and the Convention on the Rights of the Child.

39. If the current scope and scale are to be maintained, a limited increase of funding above the current $1 million provided per annum is desirable in order to allow work in the increasing number of countries now included in the CIS and Central and Eastern Europe. The number of countries under consideration has, in fact, increased about three times from two years ago.

40. Thus, a doubling of the general resources provision to $2 million per annum for support for advocacy and social policy development appears to be both reasonable and responsible. The allocation could be provided from programme funds under a regional programme covering Central and Eastern European and CIS countries.

41. The budgetary implications are as follows: $2 million per year for 1993 and 1994 and an additional $1 million for 1992 over and above the $1 million allocated in 1990; and two additional international Professional project posts and two General Service posts. The staff would be based at the Geneva office, with New York headquarters staffed by the two international Professional core staff and two General Service staff already covered under the original Board decision.

Option B: Expand the focus and scale of advocacy and policy studies

42. The focus of UNICEF work in Central and Eastern Europe and CIS countries could be broadened and the scale enlarged. The needs are vast. Opportunities to influence new societies to maintain and build upon their systems for the social protection of women and children are great.

43. The recent missions to the countries confirm that additional support, especially technical assistance in the area of social policy development, is requested and could be readily and profitably absorbed. Since the countries of the CIS have been cut off from developments in most areas and have little practice in accessing world-wide experience, there is an urgent need for international contacts.

44. If assistance of this type on an augmented scale were provided to each of the 15 countries of the former Soviet Union and to the 7 Central and Eastern European countries, a tripling or quadrupling of the current level of support for policy development could, in principle, be considered reasonable.

45. The budgetary implications are as follows: a minimum of $4 million in general resources expenditures per year; and a minimum of six additional, international Professional project staff at New York and Geneva, and four General Service Staff.

Recommendation of the Executive Director

46. The Executive Director recommends option A, the maintenance of the current scale and scope of support, adjusting it only to accommodate the increase in the number of countries. While support for advocacy and analytical and policy studies in these countries could, in principle, be profitably expanded, in view of the overarching concern of UNICEF to maintain maximum resources for developing countries, the current scale and emphasis appear justifiable.

Support for programme action

47. As far as the provision of direct programme support (as opposed to policy and advocacy support) is concerned, the countries of Central and Eastern Europe and the CIS can be divided into two main groups. The first group consists of countries that would normally qualify as recipients of UNICEF assistance using existing criteria (gross national product (GNP) per capita, child population and under-five mortality). At the present time, these countries include Albania, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. The second group are those countries that do not meet current UNICEF criteria for assistance. The question of programme support needs to be considered separately for each group.

"Qualifying" countries

48. There are two main options: one is to make allocations from general resources and the second is to seek supplementary funds for these countries.

49. Option C: Provide support from general resources. Based on 1989 World Bank data on GNP per capita (as used by UNDP for its recent calculations) and United Nations Statistical Office data on child population and under-five mortality, the eight countries in this group would qualify for a minimum allocation of $750,000 per year.

50. A programme recommendation would be prepared for each country and submitted to the Executive Board for approval in 1993. Normal UNICEF guidelines would also allow for the provision of additional elements of support through supplementary funds.

51. It should be noted that the recent rapid and frequent fluctuations in official GNP figures in these countries could alter estimated allocation levels and could also change the countries which are eligible.

52. The budgetary implications are as follows: a total of $6 million of general resources support for the eight countries, plus support staff (a

minimum of two international project posts, three national Professional posts and three General Service posts based in a common United Nations office in one of the CIS countries, probably in one of the republics of Central Asia or Kazakhstan).

53. Option D: Provide support from supplementary funds. Because of the difficulty in assessing GNP per capita, given monetary fluctuations and definitional differences, and the rapidly changing needs for assistance in this group of Central and Eastern European and CIS countries, a more flexible approach to funding needs may be preferable to the application of the standard formula. The use of supplementary funds would permit a rapid response to children's needs as they emerge. Such country programmes would take as a rough guideline the UNICEF minimum level of $750,000, but as with normal UNICEF guidelines would allow for the preparation of some element of additional support also using supplementary funds. For each of the countries, a country programme recommendation would be prepared and submitted to the Executive Board in 1993.

54. The budgetary implications are as follows: approximately $6 million in supplementary funds, plus supporting staff, and two international project posts, three national Professional project posts and two General Service project posts based in a common United Nations office in one of the CIS countries, probably in one of the republics of Central Asia or Kazakhstan.

Recommendation of the Executive Director

55. At present, the Executive Director recommends option D for the countries of Central and Eastern Europe and the CIS which would normally qualify as recipient countries. Thus, support would be provided from supplementary funds using current UNICEF programme priorities and the findings of recent missions as guidelines for focus, broad content and level. Programming would be the responsibility of a small group based in one of the CIS countries of Central Asia or Kazakhstan, Geneva and New York.

"Non-qualifying" countries

56. The unusual circumstances of the transition, with its attendant hardships and opportunities, could provide the justification for a limited response by UNICEF in countries which, because of their level of development, would not normally qualify for UNICEF assistance. Such assistance would focus on selective but strategic interventions to influence the process of change and to respond to emergencies.

57. Option E: Provide support on an exceptional basis. This option proposes that support should only be provided on an exceptional basis, particularly in response to emergency needs as they emerge. In considering this option, it is important to bear in mind that recent experience in Romania demonstrates that selective support may also be required for rehabilitation and the development of policies that aim to improve the overall context and to prevent a recurrence of the emergency.

58. While it is obviously difficult to anticipate emergency needs, some experience has been gained in 1990 and 1991 in the Central and Eastern European countries. Extrapolating to take into consideration the likely needs of CIS countries, supplementary funds in the range of $5 million to $10 million per year might be required for the provision of such support.

59. The budgetary implications are as follows: a minimum of $5 million per year from supplementary funds.

60. Option F: Expanded material support. The sudden disruption of trade channels and the breakdown of the economic linkages between Central and Eastern European and CIS countries have resulted in major and often life-threatening shortages of medical supplies, essential drugs and vaccines. UNICEF could provide material support to help respond to this crisis until new patterns of trade and local manufacturing capacities are established. UNICEF could utilize supplementary funding through its Supply Division and warehouse facilities for the procurement of selected commodities. Such needs are particularly pressing in CIS countries. The UNICEF/WHO missions to the CIS identified urgent needs for pharmaceuticals, vaccines and medical equipment in the amount of $255 million. If UNICEF assumed responsibility for 10 per cent of this estimated amount, $25 million from supplementary funds would be required each year. A stand-alone supplementary funding submission would be made to the Executive Board in 1993.

61. The budgetary implications are as follows: a minimum level of about $25 million per year financed by supplementary funds.

62. Option G: Programme assistance related to achievement of the goals of the World Summit for Children. UNICEF support might be provided for the implementation of national programmes of action developed in these countries to achieve the World Summit goals. A range of technical and material assistance, particularly related to the use of low-cost health technologies and health promotion and financed from supplementary funds, would be provided under this option. Levels of support would vary according to population size: the 12 countries with a population under 10 million would receive an average of $500,000 per country; the 9 countries with populations of 10 million to 60 million would receive an average of $750,000; and the Russian Federation, with a population of 150 million, would receive $1,500,000. On this basis, a level of support of about $14.3 million from supplementary funding would be required.

63. The budgetary implications are as follows: $14.3 million and additional project staff financed by supplementary funds.

Recommendation of the Executive Director

64. The Executive Director recommends option E, the provision of support only on an exceptional basis, especially in response to emergency needs and in line with normal UNICEF practices.

B. Recommendations

65. If the above recommendations are accepted in principle, the following specific decisions would be needed in order to put them into effect.

Decision 1

66. In all Central and Eastern European and CIS countries, the Executive Director should be authorized to continue a programme of support consisting of advocacy, policy support and analytical work focused on:

(a) Support for the development of child-focused policies in the context of the move to market economies;

(b) Support for the development of low-cost policies for health, nutrition, water supply, sanitation and basic education, which draw on UNICEF experience in other parts of the world;

(c) Support for the preparation of situation analyses of children and national programmes of action as guidelines for the above.

67. This support would be provided through technical assistance and information exchange, including the organization of workshops, study visits, etc. Where possible and appropriate, these should be provided in collaboration with the United Nations and other agencies.

68. An amount of $2 million per year from general resources should be provided from programme funds under a regional allocation for Central and Eastern European/CIS countries instead of the current arrangement under which $1 million is provided from the administrative budget. Therefore, the Executive Director recommends that the Executive Board approve for the period 1992 to 1994 an amount of $5 million ($1 million additional for 1992 and $2 million per year for 1993 and 1994) from general resources for advocacy and policy work in all Central and Eastern European and CIS countries.

Decision 2

69. In the context of support to Central and Eastern European and CIS countries, the Executive Director should be authorized to increase the existing level of administrative support through the addition to the UNICEF office at Geneva of two international Professional and two General Service posts, funded from general resources. The posts will be used to ensure appropriate monitoring, administration and coordination of UNICEF activities in those countries. The two international posts and two General Service posts that are financed by provisions from the administrative and programme support budget, in accordance with Board decision 1990/5, should be used in New York and for similar purposes.

70. With regard to field locations, experience has shown that, in a few cases, the posting of an international staff member funded from supplementary

funds may be necessary to ensure monitoring and creative policy interaction. At present, this is the case in Romania (since January 1991), Yugoslavia (since November 1991) and Albania (since March 1992). The provision of exceptional support in other countries may require other such assignments in a few cases. In those places, field positions would be project posts funded from supplementary funds. The uncertainty of the situation and likely short-term nature of assistance would make the establishment of core posts inappropriate. UNICEF is strongly committed to locating any staff, wherever possible, in a general United Nations office, according to policies on common premises already agreed upon by the Board. Consultations are already under way with UNDP in this regard.

Decision 3

71. In addition to the above, the Executive Director should be authorized to provide, on an exceptional basis and in response to specific requests, programme support for children and women in vulnerable situations, using supplementary funding provided from special contributions using normal UNICEF procedures. UNICEF would accept such contributions on the understanding that donors would not reduce their ongoing contributions to UNICEF for work in developing countries.

72. In addition to exceptional expenditures on this basis, the Executive Director should be authorized to encourage other organizations and agencies to respond to the urgent needs of children in Central and Eastern European and CIS countries. To avoid a diversion of resources, UNICEF should advocate particularly for the deployment in the interests of children resources previously committed to military purposes. In order to facilitate the operations of other agencies, UNICEF procurement services may be used for the provision of essential drugs and other urgently needed supplies.

Decision 4

73. In each of the Central and Eastern European and CIS countries that meets UNICEF criteria for support, the Executive Director should be authorized to establish a programme financed by supplementary funds. Typically, these programmes would be of three years' duration, based on the normal minimum annual planning level of $750,000.

74. Such programmes would be based on recommendations to be prepared and presented to the Executive Board. Pending examination of these recommendations, and taking into account the acute and continuing needs identified by the UNICEF/WHO collaborative missions carried out in February 1992, emergency funds may be deployed to respond to short-term critical needs as they arise.

Decision 5

75. In the countries of Central and Eastern Europe and the CIS that would normally not be eligible for UNICEF programme cooperation, the Executive Director should be authorized, on an exceptional basis, to provide limited assistance to meet the most urgent needs of women and children through funds that might be made available in response to a special emergency appeal in line with normal UNICEF practice. The Executive Director should also be authorized to make available the services of the UNICEF warehouse at Copenhagen for reimbursable procurement of essential supplies and equipment to meet the urgent needs of women and children during the difficult transition period of the next two to three years.

Table 1. Administrative and programme support budget
(In United States dollars)

Executive Board decision 1990/5 covering 1990-1992	3,000,000
Less:	
Actual expenditures as of 31 December 1991	869,862
Unspent balance as of 1 January 1992	2,130,138
Less:	
Obligations as of 30 April 1992	1,500,000
Estimated balance available as of 30 April 1992	630,138

Table 2. Emergency support to Central and Eastern Europe and the Commonwealth of Independent States as of 31 December 1991
(In United States dollars)

Country	Allotment	Expenditure	Balance
Albania	908,915	281,915	627,000
Bulgaria	50,000	2,048	47,952
Romania	4,185,700	2,690,035	1,495,665
Yugoslavia	1,337,985	0	1,337,985
CIS	336,570	293,097	43,473
Total	6,819,170	3,267,095	3,552,075

Table 3. Estimated status of emergency funds as of 30 April 1992
(In United States dollars)

Unspent balance, 31 December 1991		3,552,075
Funds received, 1 January–30 April 1992		
Yugoslavia	2,955,386	
CIS	1,036,577	
Romania	75,067	
		4,067,030
Total		7,619,105
Less:		
Estimated expenditures, 1 January–30 April 1992		1,776,087
Estimated balance available, 30 April 1992		5,843,018

/...

Table 4. Emergency Expenditures in Central and Eastern Europe and the Commonwealth of Independent States in relation to total global programme expenditures
(In millions of United States dollars)

Region	1990-1991	Percentage
Asia	399.5	34.0
Africa	390.2	33.2
Americas and the Caribbean	104.4	8.9
Middle East and North Africa	134.6	11.4
Interregional	143.4	12.2
Central and Eastern Europe and CIS	3.3	0.3
Total	1,175.4	100.0

Figure
OPTIONS FOR UNICEF SUPPORT

Type of country	I Advocacy/policy analytic support		II Programme support		
	Options		Options		
Qualifying for general resources support	A* Maintain present scale and scope of support for policy, analytical and advocacy work. Budgetary implications: $2 million per year from general resources.	B Expand the focus and scale. Budgetary implications: $4 million per year from general resources.	C Provide support on the same basis as to other developing countries from general resources. Budgetary implications: $6 million from general resources.	D* Provide support from supplementary funds. Budgetary implications: Approximately $6 million from supplementary funds.	
Not qualifying for general resources support			E* Provide support only on exceptional basis, especially in response to emergency needs, and within normal UNICEF practices. Budgetary implications: $5 million to $10 million per year from supplementary funds.	F Expanded material support. Budgetary implications: $25 million per year.	G Expanded programme assistance focused on the goals of the World Summit for Children. Budgetary implications: $14.3 million from supplementary funds.

* Recommendation of the Executive Director.